Presentation to the

Customer Service, Performance, Accountability & Transparency Committee

# Performance Leadership, Accountability, and Transparency

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COUNCIL ON VIRGINIA'S FUTURE

#### **Outline of the Presentation**

- Introduction to the Council on Virginia's Future
- Performance Leadership and Accountability: Virginia Performs
  - Evolution of Virginia Performs
  - Architecture of the System: Aligning High-level Goals with Specific Measures
  - Leveraging Data to Enhance Transparency
- Government Operations
- Concluding Remarks

# Introduction to the Council on Virginia's Future

## **Council Overview and Membership**

Established in 2003 (Code of Virginia, §. 2.2-2683 et seq.) to serve as an advisory board to the Governor and the General Assembly, the Council is a forum where legislative, executive branch, and community leaders come together for work that transcends election cycles, partisanship, organizational boundaries, and short-term thinking.

#### The Council:

- Provides a long-term focus on high-priority issues.
- Creates an environment for improved policy and decisionmaking.
- Increases government accountability, operations, and performance.
- Informs citizens about performance.

The Honorable Robert F. McDonnell, Chair

Governor, Commonwealth of Virginia

#### President & CEO (retired), Landmark Communications

Mr. John O. (Dubby) Wynne, Vice Chair

#### **General Assembly Members**

The Honorable Ward L. Armstrong Minority Leader, Virginia House of Delegates

The Honorable Charles J. Colgan
President pro tempore & Chairman, Senate Finance
Committee, Senate of Virginia

The Honorable H. Morgan Griffith Majority Leader, Virginia House of Delegates

The Honorable William J. Howell Speaker of the House, Virginia House of Delegates

The Honorable Yvonne B. Miller Member, Senate Finance Committee, Senate of Virginia

The Honorable Thomas K. Norment, Jr. Minority Leader, Senate of Virginia

The Honorable Lacey E. Putney Chairman, House Appropriations Committee Virginia House of Delegates

The Honorable Richard L. Saslaw Majority Leader, Senate of Virginia

#### **Citizen and Business Community Leaders**

The Honorable William D. Euille Mayor, City of Alexandria

Mr. W. Heywood Fralin President & CEO, Medical Facilities of America, Inc.

Mr. James F. McGuirk, II President, AKLM Consulting, Inc.

Mr. Harris N. Miller President & CEO, Career College Association

Dr. Edward G. Murphy President & CEO, Carilion Clinic

The Honorable Michael J. Schewel Partner, McGuireWoods LLP

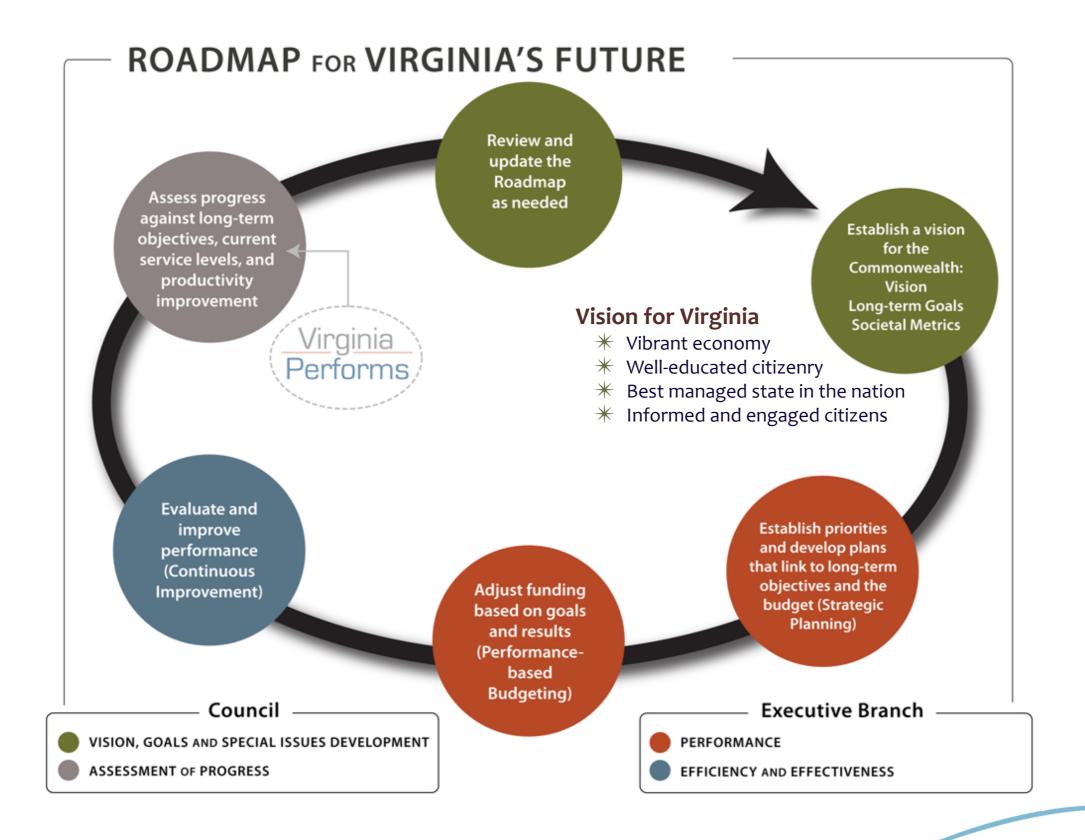
#### **Cabinet Members**

The Honorable Richard D. Brown Secretary of Finance

To Be Appointed

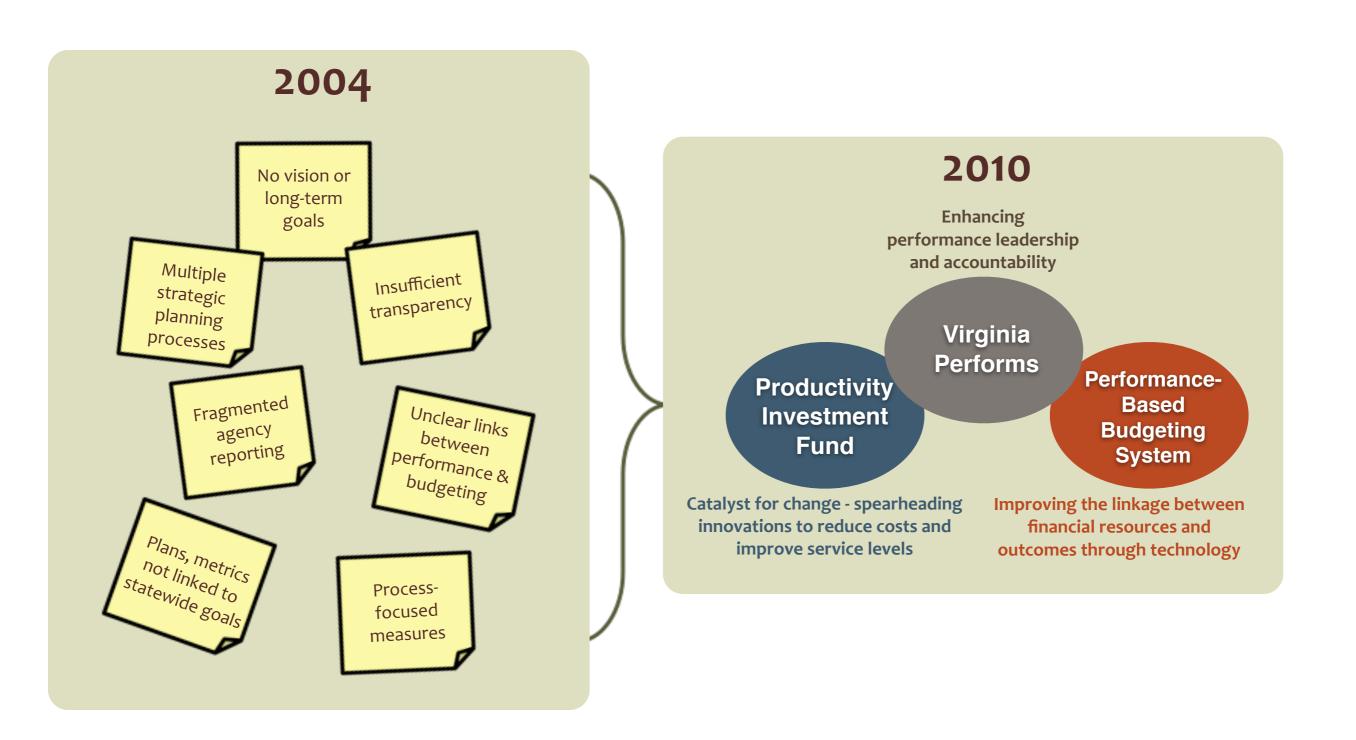
Council support provided by the Weldon Cooper Center for Public Service, University of Virginia and the Virginia Department Planning and Budget, in cooperation with the Governor's Office.

# Performance Leadership Roadmap



# Performance Leadership and Accountability: Virginia Performs

# **Building the Foundation for Performance Improvement**



# **Evolution of the System**

- Virginia was among the first states to develop a comprehensive integration of planning with budgeting and performance management:
  - In 2009, the Pew Center on the States said Virginia is "better positioned to weather bad times" because of its budgeting and management practices.
  - Virginia and the Council on Virginia's Future have garnered awards from the PEW Center on the States, the Center for Digital Government, the L. Douglas Wilder School of Government and Public Affairs, the National Association of State Chief Information Officers, and the Community Indicators Consortium.
- Initial focus was on capturing information on key outcomes and establishing the foundations for performance leadership and accountability at the agency level:
  - Revamped agency-level planning processes and budget structure to enhance the links between long-term goals, agency performance, and the budget.
  - New processes, budget structure, performance measures, and reporting set the stage for development of the new enterprise performance-based planning and budgeting system under development at the Department of Planning and Budget.
  - Strong executive branch involvement and leadership has been vital.
- The primary goal is to enhance decision-making in state government.

# Maturation of the System

Development of the System (2003-2007)	Synchronization (2007-2009)	Maturation (Ongoing)	
Define and Create the Performance Leadership and Accountability System	Strengthen Links to Performance Improve Transparency	Full Integration / Maturity of All Elements in the Performance Leadership and Accountability System	
Vision Long-term Goals Key Outcomes Societal Indicators  AGENCY FOCUS: Revamped Agency Planning and Budgeting: • Consistent and integrated strategic planning • Service Area Plans link to Budget  Established Governor's Key and Service Area objectives, performance measures, targets, and strategies  Developed and provided core training and technical assistance for agencies	Strengthened focus on key outcomes and results (vs. process-oriented input/output)  Launched user-friendly platform Virginia Performs to promote understanding of state government performance, key outcomes and their inter-relationship  Further refined measures and links between agency performance and budget decision-making  Added productivity and administrative measures to provide more comprehensive & integrated view of agency performance  Began development of an integrated performance planning and budgeting system  Continued training and technical assistance	Implementation of the performance-based planning and budgeting system  Ongoing assessment and refinement of performance information and leadership practices  Improved ability to apply long-term strategies to critical enterprise issues and societal outcomes:  • Results Teams  • Outcome / Issue Forums  Robust culture of outcome and performance-based decision-making, accountability, and transparency  Ongoing training and technical assistance	

# Virginia Performs Website (VaPerforms.virginia.gov)



The **2009 Virginia Report** is now available for download (pdf, 28.8 mb). Each year the Council on Virginia's Future publishes this annual summary of the state of the Commonwealth, based largely on data culled from Virginia Performs.

Not surprisingly, this latest report shows that Virginia is feeling some adverse effects of the economic recession: Personal income dropped, and poverty rates and unemployment rose. However, as a whole Virginia continues to fare better economically than most states. During 2009 we also saw progress in a number of Health and Family goal areas, including infant mortality, foster care, and smoking, as well as improvements in juvenile intakes, recidivism, and traffic fatalities.

You may also visit the Council website to access reports from earlier years.



Natural Resources

Public Safety

■ Transportation

State Agencies

Explore performance

measures by agency

Technology

# Architecture of the Virginia Performs System

#### **Charting a Course for Excellence**

# LONG-TERM GOALS & SOCIETAL INDICATORS

Economy, Education
Health & Family,
Transportation,
Public Safety, Natural &
Cultural Resources

Government and Citizens

Transforming Virginia

Transforming Government

# AGENCY KEY OBJECTIVES & MEASURES

Improving Outcomes

Improving Efficiency

SERVICE AREA,
PRODUCTIVITY,
AND ADMINISTRATIVE
MEASURES

#### **Examples**

#### LONG-TERM GOAL

Preserve and Enhance Virginia's Economy

#### **SOCIETAL INDICATORS**

Employment Growth Workforce Quality

# How is Virginia doing?

#### **AGENCY KEY MEASURES**

Employment Growth Graduation Rates

Are we getting results on our highest priorities?



#### Service Area Measures: ARE AGENCY SERVICES DELIVERING RESULTS?

Workforce training provided
Third graders passing reading SOL tests

# Productivity Measures: ARE AGENCIES BECOMING MORE EFFICIENT?

Annual safety costs per mine worker
Staff costs per fully accredited public school

# Administrative Measures: ARE AGENCIES WELL MANAGED? Recurring audit findings

IT security

Are we improving government services and operations?

#### Scorecard at a Glance: Goals and Indicators

# SCORECARD AT A GLANCE

Virginia Performs Performs

"Measuring what matters to Virginians."

#### Economy

Unemployment

Workforce Quality

Goal: Be a national leader in the preservation and enhancement of our economy.

Business Climate **Business Startups Employment Growth** Personal Income Poverty

#### Education

Goal: Elevate the levels of educational preparedness and attainment of our citizens.

School Readiness 3rd Grade Reading 4th Grade Reading/Math High School Graduation High School Dropout College Graduation **Educational Attainment** Lifelong Learning

#### Health and Family

Goal: Inspire and support Virginians toward healthy lives and strong and resilient families.

Adoption Cancer Cardiovascular Disease Child Abuse and Neglect Foster Care Health Insurance Immunization Infant Mortality Life Expectancy Obesity Smoking

#### **Each topic covers:**

Why Is This Important?

**How Is Virginia Doing?** 

- Over Time
- By Region
- Compared to Other States

What Influences the **Indicator?** 

What Is the State's Role?

#### Public Safety

Goal: Protect the public's safety and security, ensure a fair and effective system of justice, and provide a prepared response to emergencies and disasters of all kinds.

Crime Emergency Preparedness Juvenile Intakes Recidivism Traffic Fatalities

#### Natural Resources

Goal: Protect, conserve and wisely develop our natural, cultural and historic resources.

Air Quality	1
Energy	<b>→</b>
Historic Resources	<b>→</b>
Land Preservation	<b>†</b>
Solid Waste and Recycling	<b>→</b>
Water Quality	1

#### Transportation

Suicide

Teen Pregnancy

Goal: Ensure Virginia has a transportation system that is safe, enables the easy movement of people and goods, enhances the economy, and improves our quality of

Infrastructure Condition Land Use Traffic Congestion

#### Government & Citizens

Goal: Be recognized as the best-managed state in the nation.

Bond Rating Civic Engagement Consumer Protection **Government Operations** Internet Access Taxation Voter Registration & Turnout

Performance Trend

Improving Maintaining Worsening

# Goal / Indicator View: High School Graduation

About Virginia Performs | News & Resources | Contact Us Measuring what matters to Virginians brought to you by the Council on Virginia's Future & VISION nia Performs **FOCUS** Regions | Trends | Demographics | Map It Agency Planning and Performance | Scorecard at a Glance RESULTS Education Health & Family **Natural Resources Transportation Economy Public Safety Government & Citizens** 

Search the Site

#### **Education**

#### High School Graduation

Graphs at a Glance

Data Definitions

**Education Summary** 

All Education Indicators:

- School Readiness
- 3rd Grade Reading
- · 4th Grade Reading & Math
- High School Graduation
- · High School Dropout
- College Graduation
- Educational Attainment
- · Lifelong Learning

#### Information Tools E-mail Print Save to PDF G Share



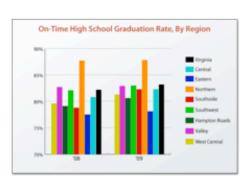
#### **High School Graduation**

Like the dropout rate, the high school graduation rate is a powerful indicator of the health of Virginia's school system and of the future success of its young citizens. Virginia's high school graduation rate has remained above the national average in the last decade.

#### Why is This Important?

The high school graduation rate is one measure of the success of a state's element and secondary educational system and the quality of its workforce. Completion high school or its equivalent is increasingly the minimum level of education sought by employers; moreover, unemployment rates are lower and lifetime earnings are substantially higher for high school graduates than for high school dropouts.

#### How is Virginia Doing?



On-Time High School Graduation Rates by VA Region, 2008-09

Regional graduation data for 2008 09 is based on Virginia's new on-time graduation rates. Graduation rates improved for each of Virginia's regions in 2008-2009 compared to 2007-2008 the statewide average increasing from 82.2 percent to 83.2 percent. The Northern region (87.8%) has a rate that exceeds the statewide average, while the Southwest (83%), Valley (82.9%), Southside and Central (82.3%), West Central (81.3%), Hampton Roads

**High School Graduation in** 

Performance Trend: 1 State Influence: significant

National Ranking: As of 2007 data, Virginia ranked 29th in the nation for high school graduation, with a graduation rate of 75.5%.

Virginia by Region: Every region in the state improved its high school graduation rate for the 2008-09 school year. The Northern graduation rates.

#### Related Agency Measures

 High school students leaving with a diploma

State Programs & Initiatives

Project Graduation works to identify and assist at-risk students, and includes regional academies, online tutorials, electronic practice tests and opportunities for students to complete their diploma requirements after the senior year.

The Career Prep Academy pnortunities for recen graduates credits to graduate with a high school diploma and an industry certification or state licensure.

#### The Middle College program

provides high school drop-outs between the ages of 18 and 24 an opportunity to attain a GFD and enroll

# Aligning Agency Metrics with High-Level Goals

EDUCATION <sup>1</sup>						
SOCIETAL		AGENCY				
Performance Trend State	Influence Agency Acronym	Key Measure	Baseline / Target	Progress		
School Readiness 🕴	SMV	Annual attendance	310K / 310K	+		
	DOE	Children served by Virginia Preschool Initiative programs	11.3K / 15K	<b></b>		
Third Grade Reading 1	DOE DOE FCMV	Third graders passing the reading SOL test Schools rated as fully accredited Museum education programs correlating with SOL framework	84% / 95% 91% / 100% 100% / 100%	† †		
4th Grade Reading 4th Grade Math	DOE DOE VMFA	Third graders passing the reading SOL test Schools rated as fully accredited Children served through SOL-based curricula	84% / 95% 91% / 100% 40K / 79K	† †		
High School Graduation	DCE	SOL passing rates for grades 9 - 12	50% / 70%	*		
	DOE	High school students exiting with a diploma	74% / 80%	1		
	DOE	High school students earning the Advanced Studies Diploma	51% / 57%	1		
	DOE	Students completing Algebra 1 by the eighth grade	30% / 45%	<b>1</b>		
	DOE	Third graders passing the reading SOL test	84% / 95%	T		
	DOE	Students enrolled in one or more AP, IB, or dual enrollment courses	17% / 25%	7		
	DOE	Industry certifications, state licenses & NOCTI assessments	10.1K / 15K	<b>1</b>		
	DOE	Schools rated as fully accredited  Students in Center based programs earning a GED or college degree	91% / 100%	T		
	VDH	Students in Center-based programs earning a GED or college degree  Pregnancy rate per 1,000 females aged 10 - 19	905 / 1575 26.5 / 26.2	<b>→</b>		
	VMNH	Annual attendance	31K / 50K	-		
	VIVIIVIT	Allitual atterituance	31K / 30K			

Note: All data from the December 2009 edition of The Virginia Report.

# Shared Goals/Metrics Across Agencies and Secretariats

Often several agencies across Secretariats share responsibility for a specific societal outcome. Individual agency measures, as shown in the example below, improve results at an enterprise or societal level.



Statewide Graduation Rate: 83%

#### **Department of Education**

#### **Key Measures:**

- High school graduation rate
- Percentage of students earning Advanced Studies diplomas
- Percentage of students passing SOL 3rd Grade Reading Test
- Percentage of students in Advanced Placement, International Baccalaureate or Dual Enrollment classes
- Percentage of fully accredited schools

#### Other Measures:

- Percentage of students w/ disabilities who graduate
- Percentage of special education students who pass statewide assessments

#### **Productivity Measure:**

 Staff cost per fully accredited public school

#### Department of Health

#### **Key Measure:**

Teen pregnancy rate (per 1,000 female teens)

# Department of Behavioral Health & Developmental Services

#### Other Measure:

 Number of juvenile detention residents receiving services from Community Services Boards

#### Department of Social Services

#### Other Measure:

 Percentage of children in foster care who have no more than two placements within first year

#### Department of Correctional Education

#### **Key Measure:**

 Pass rate for Grades 9-12 Standards of Learning assessments

#### Other Measure:

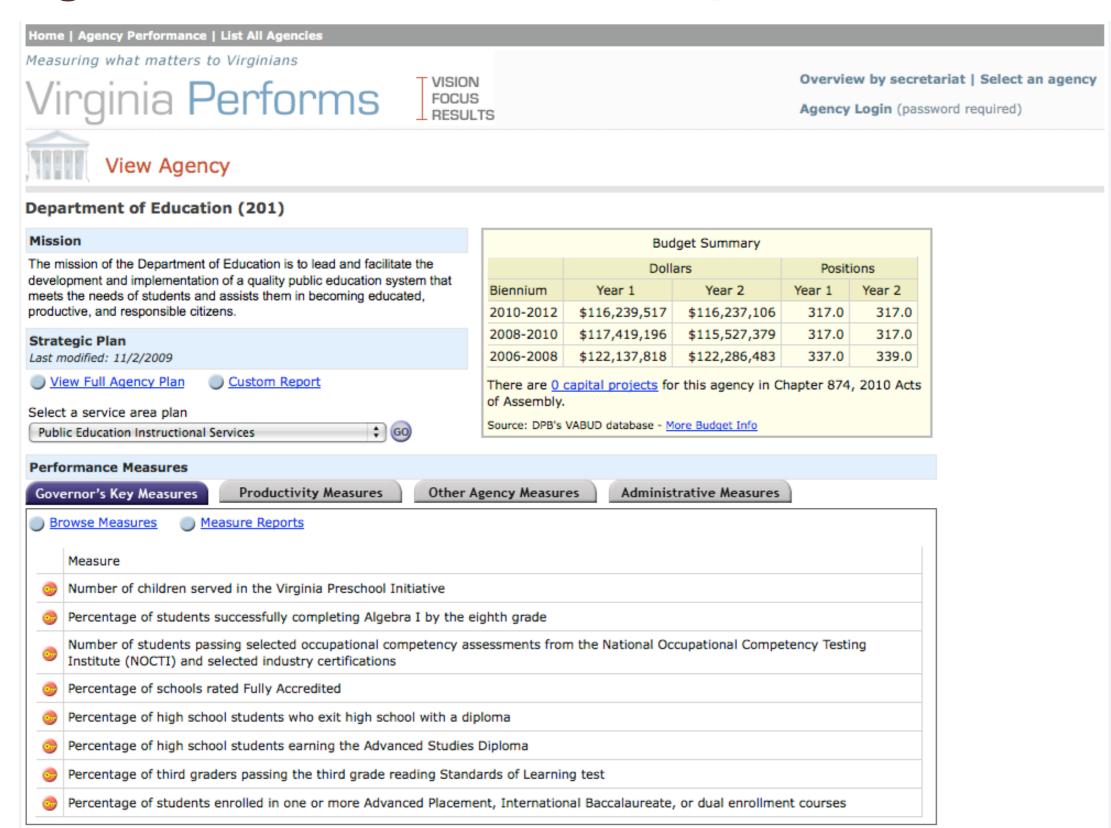
 Graduation rate for students enrolled in juvenile academic programs

# Department of Military Affairs

#### Other Measure:

• Graduation rate for cadets in the Virginia Challenge Program

# Agency Performance View: Department of Education



## Leveraging Data to Enhance Transparency: Council Products

#### **Information / Business Intelligence**



Virginia Performs
website: Userfriendly data at
state, region and
locality levels; portal
to state agency
strategic plans and
performance
measures

# THE VIRGINIA REPORT

The Virginia Report:
Annual report with
high-level assessment
of Virginia's progress
in areas important to
quality of life;
highlights challenges
and provides analytic
information for
decision-making

#### **Analysis, Dialogue & Recommendations**



#### **Publications and Research:**

- 1. Outcome data by legislative district compiled for members of the General Assembly
- 2. White papers and custom presentations on key topics
- 3. Council e-newsletter with updates on the Roadmap and special issues, assessment, performance, productivity improvement



## **New Council Products Under Development**

# **Spotlight on High Priority Issues**



#### **Council Watch List:**

Indicators to monitor changing outcomes for key drivers of performance excellence

#### Spotlight on Agency Transparency



# Agency Executive Progress Reports:

Enhanced and concise strategic views of agency progress, challenges and opportunities for improvement

#### Spotlight on Emerging Trends and Ideas

Provide a vehicle within Virginia Performs to identify and track new projects and priorities beyond the standard agency framework.



# **Executive Progress Reports**

COMMONWEALTH OF VIRGINIA SECRETARY OF HEALTH & HUMAN RESOURCES

Department of Medical Assistance Services

#### AT A GLANCE

#### Patrick Finnerty, Director

The Department of Medical Assistance Services (DMAS) administers Medicaid for Virginia by providing qualifying Virginians access to a comprehensive system of high quality and cost effective health care services.

Staffing 465 authorized positions (360 full-time, 83 wage, 22 contract)

#### **Financials**

Budget FY 2010: \$6.70 billion; 36 percent from the state's General Fund

#### Trends

- Number and type of services provided: Increasing
- Number of health care providers: Steady
- Number of claims: Increasing with customer population
- Number and age of customers: Increasing

#### Key Performance Areas

Legend: ★ Improving; ♣ Worsening; ★ Maintaining

- Normal birth weights
- Preventive dental care for children
- ★ Home and community care for long-term care recipients

#### Productivity

Cost per claim

#### Administrative Measures

Legend: Meets expectations; Progress toward expectations; Below expectations;

Data not available

- Emergency Preparedness
- Financial Management
- Government Procurement
- Human Resources
- Information Technology

For more information on key, productivity, and administrative measures, go to www.vaperforms.virginia.gov/agencylevel/index.cfm

#### **EXECUTIVE PROGRESS REPORT**

**OCTOBER 2009** 

#### Background & History

The Department of Medical Assistance Services (DMAS) administers a variety of state-funded and Medicaid-funded health care programs for qualifying Virginians. Medicaid, an entitlement program authorized under Title XIX of the Social Security Act, is financed by the state and federal governments and administered by the states.

While Medicaid was created to assist persons with low income, coverage is dependent upon other criteria as well. Eligibility is primarily for those persons falling into particular categories, such as low income children, pregnant women, the elderly, persons with disabilities, and parents meeting specific income thresholds. Within federal guidelines, states set their own income and asset eligibility criteria for Medicaid, which results in a large variation among the states as to those deemed eligible. In Virginia, income and resource requirements vary by category.

<u>SERVICES</u>. The Virginia Medicaid program covers all of the federally-mandated services, with nominal cost sharing for some of the beneficiaries as permitted under federal law.

- · Inpatient and outpatient hospital care
- · Physician, nurse midwife, and pediatric and family nurse practitioner services
- · Federally-qualified health centers and rural health clinic services
- · Laboratories and x-ray services
- Transportation services
- Prenatal care
- · Family planning services
- . Skilled nursing facility and home health care services for persons over age 21
- . Early and Periodic Screening, Diagnosis, and Treatment program for children (EPSDT)

Virginia Medicaid also covers several optional services, including, but not limited to:

- Routine dental care for people under age 21
- Prescription drugs
- Rehabilitation services such as occupational, physical, and speech therapy
- Intermediate care facilities for persons with developmental and intellectual disabilities and related conditions
- · Mental health services
- Substance abuse services

Medicaid beneficiaries also receive long-term support coverage through home and communitybased "waiver" programs, which provide community services as an alternative to institutionalization. The following waiver programs are available to Medicaid beneficiaries who meet level of care criteria:

- AIDS Waiver
- · Alzheimer's Waiver
- Day Support for Persons with Intellectual Disabilities Waiver
- · Elderly or Disabled with Consumer-Direction Waiver
- Intellectual Disabilities Waiver
- · Technology-Assisted Waiver
- Individual and Family Developmental Disabilities Support Waiver

<u>CUSTOMER BASE.</u> DMAS provides Medicaid to individuals through two general care delivery models: 1) a model utilizing contracted managed care organizations (MCO) to coordinate care and 2) a fee-for-service (FFS) model, the standard Medicaid program whereby service providers are reimbursed directly by DMAS.

The MCO program, started in 1996, is available in certain regions of the state. As of October 2009, 528,299 Medicaid beneficiaries were enrolled in managed care (68 percent of total beneficiaries) and 256,954 beneficiaries were enrolled in the FFS program (32 percent of total beneficiaries).

Another "managed care" option for long-term care recipients is the expansion of the Program for All-Inclusive Care for the Elderly (PACE) across the Commonwealth. PACE is designed to allow Medicaid-eligible individuals aged 55 or older who have been assessed as meeting nursing facility level-of-care to avoid more costly institutionalization by providing coordinated care in their homes and communities. Currently, there are six PACE sites; two are under development.



- Strategic view of an agency
- Concise information on agency services, progress, challenges, and improvement opportunities
- New Executive Progress Reports were developed for the Departments of:
  - Conservation and Recreation
  - Medical Assistance Services
  - Motor Vehicles
  - Executive Progress Reports will be integrated into the strategic planning process and Virginia Performs.



# **Government Operations**

# **Assessing Government Performance**

#### **Charting a Course for Excellence**

# LONG-TERM GOALS & SOCIETAL INDICATORS Economy, Education Health & Family. Government

Health & Family,
Transportation,
Public Safety, Natural &
Cultural Resources

Government and Citizens

Transforming Virginia

Transforming Government

# AGENCY KEY OBJECTIVES & MEASURES

Improving Outcomes

Improving Efficiency

SERVICE AREA,
PRODUCTIVITY,
AND ADMINISTRATIVE
MEASURES

# Virginia Performs VISION FOCUS RESULTS

# SCORECARD

#### Government & Citizens

**Goal:** Be recognized as the best-managed state in the nation.

Bond Rating ↑

Civic Engagement →

Consumer Protection ↓

Government Operations ↑

Internet Access ↑

Voter Registration & Turnout

Performance Trend

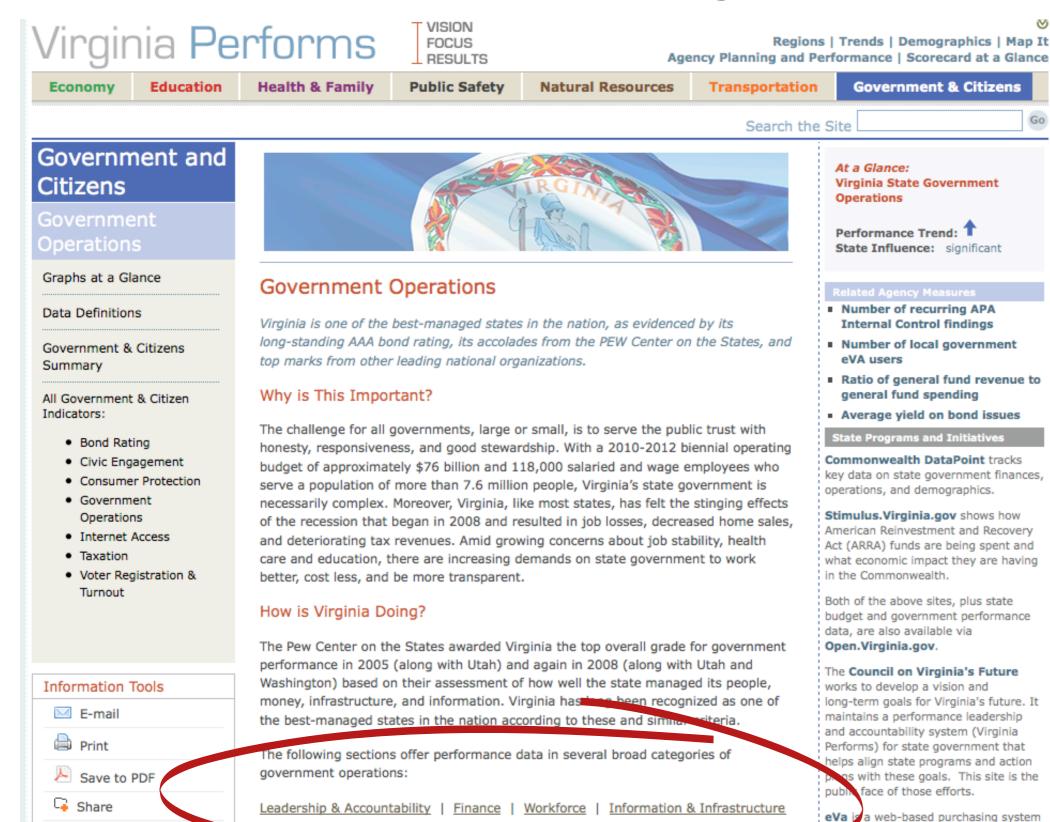
Taxation

Improving ↑

Maintaining →

Worsening ↓

# **Government Operations on Virginia Performs**



Virginia government, State

Go

# **Concluding Remarks**

# **Concluding Remarks**

- Virginia Performs continues to be a model for other states and nations; for example, officials from Turkey visited in February 2010, and the U.S. General Accounting Office is planning a site visit for September 2010.
- Transparency can be enhanced by putting data in context. A key goal of Virginia Performs is to help Virginians understand whether we are achieving critical results; integrating budget, expenditure, and outcome information is our ultimate goal.
- Agency data can be complicated and dense; our experience with Legislative Snapshots as well as the new Executive Progress Report indicate that raw data alone does not provide transparency.
- Assessing customer satisfaction levels is challenging when services are provided by varying levels of government and service systems. Most often, customer satisfaction is assessed at a programmatic level, not for the enterprise as a whole. Also, the definition of a "customer" varies, and several agencies may serve the same customer.
- A sound infrastructure for performance leadership and accountability exists and is flexible enough to accommodate enhancements and new ideas, including citizen-oriented assessments of government operations and customer satisfaction.

#### Sites of Interest

### **Virginia Performs:**

VaPerforms.virginia.gov

#### **Productivity Investment Fund:**

www.pif.virginia.gov

#### **Council on Virginia's Future:**

future.virginia.gov

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